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ADJUTANT GENERAL CENTER WASHINGTON DC  
ARMY CLUB MANAGEMENT STUDY (REEVALUATION OF CENTRALIZED MANAGEM--ETC(U)  
SEP 75 J P DUFFY, M J SANTO, P E WISE

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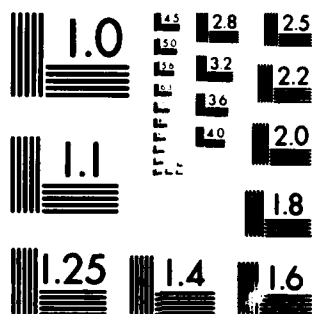
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ARMY CLUB  
MANAGEMENT STUDY

(Reevaluation of Centralized Management of Army Clubs)

Final Report

by

COL J. P. Duffy (DAAG-TCZ-D)  
COL M. J. Del Santo (DAAG-CM)  
LTC P. E. Wise (DAAG-CM)  
Mr. R. Belgrano (DAAG-CM)  
Mrs. P. W. Pazzano (DAAG-CM)  
Mr. S. A. Crumpler (DAAG-COM)

Date of Report: September 1975

Responsible Organization: Management Office  
Personal Environment Systems  
The Adjutant General Center

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SECURITY CLASSIFICATION OF THIS PAGE (When Data Entered)

REPORT DOCUMENTATION PAGE		READ INSTRUCTIONS BEFORE COMPLETING FORM
1. REPORT NUMBER	2. GOVT ACCESSION NO. <b>AD-A444 697</b>	3. RECIPIENT'S CATALOG NUMBER
4. TITLE (and Subtitle) <b>ARMY CLUB MANAGEMENT STUDY, (Reevaluation of Centralized Management of Army Clubs)</b>		5. TYPE OF REPORT & PERIOD COVERED <b>Final Report</b>
7. AUTHOR(s)		6. PERFORMING ORG. REPORT NUMBER
9. PERFORMING ORGANIZATION NAME AND ADDRESS <b>HQDA, DAAG-CM The Adjutant General Center Washington, D. C. 20314</b>		8. CONTRACT OR GRANT NUMBER(s)
11. CONTROLLING OFFICE NAME AND ADDRESS <b>The Adjutant General Center Washington, D. C. 20314</b>		10. PROGRAM ELEMENT, PROJECT, TASK AREA & WORK UNIT NUMBERS
14. MONITORING AGENCY NAME & ADDRESS (if different from Controlling Office)		12. REPORT DATE <b>Sept 1975</b>
		13. NUMBER OF PAGES <b>15</b>
		15. SECURITY CLASS. (of this report) <b>Unclassified</b>
		16a. DECLASSIFICATION/DOWNGRADING SCHEDULE
16. DISTRIBUTION STATEMENT (of this Report)  <b>Approved for public release; distribution unlimited.</b>		
17. DISTRIBUTION STATEMENT (of the abstract entered in Block 20, if different from Report)		
18. SUPPLEMENTARY NOTES		
19. KEY WORDS (Continue on reverse side if necessary and identify by block number) <b>Clubs Management Funds Assessment Organization</b>		
20. ABSTRACT (Continue on reverse side if necessary and identify by block number) <b>The study successfully accomplished its objectives (as stated in item 23 of DD Form 1498). The VCSA approval of Army Club Management Study reaffirmed the validity of the current concept of centralized management of Army clubs. It directed reorganization and relocation of the Army club management organization to Washington, DC with a concomitant 25% reduction in staff and the reduction of the rate of assessment on Army clubs to defray the organization's NAF operating costs. The Club Management Directorate has been restructured to</b>		

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## 20. ABSTRACT

provide the same level of service with four in lieu of six field operating elements. Manpower requirements have been redetermined and MPA documents are being adjusted to reflect required changes. Organizational changes provide resources to develop and execute cost avoidance programs and improved management procedures.

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1. Introduction. This is a highly summarized version of the Army Club Management Study which was undertaken to identify the most viable management structure and optimum funding method for the control, management, and operation of Army clubs worldwide.

2. Study Methodology. a. Four feasible organizational structures for management of Army clubs were identified and study assumptions were established.

b. Functions, responsibilities, manpower requirements, advantages, disadvantages and risks for each alternative were identified.

c. Analyses of costs for each alternative and methods of financing these costs were conducted.

d. Finally, an overall analysis of the alternatives was conducted which, in turn, led to the study conclusions and recommendations.

3. Major Study Assumptions. a. Under all alternatives, staffing for installation club activities will remain essentially the same.

b. To manage and support Army club activities above the installation level--

(1) No additional military spaces will be authorized.

(2) All civilian employees performing executive club management functions above the installation level must be paid from nonappropriated funds. (This assumption was later confirmed in an interpretation of congressional guidance from The Judge Advocate General.)

c. A loan program for Army clubs will be necessary under any of the alternative management structures.

d. An assessment program will be required under each alternative organization to finance the loan program and pay nonappropriated fund personnel costs.

e. Congress will not permit an increase in appropriated fund support to Army clubs.

#### 4. Description of alternative organizations.

a. Alternative I - Army Club Command System. The Army club system is centralized and operated under the command and control of an Army Club Command (ACC), under DA staff supervision of The Adjutant General. The ACC develops and promulgates club management policies and through its Regional Headquarters, operates, controls, supervises, and assists clubs. No club functions or responsibilities are assigned to major or installation commanders. Administrative and logistical support services are provided to clubs by the installation through a host-tenant agreement.

b. Alternative II - Club Management Directorate, TAGCEN (Modified USACMA). The Club Management Directorate (CMD), TAGCEN, exercises technical supervision and financial and executive management of Army club systems worldwide. Major commands maintain their current monitorship of Army clubs. Club operations are controlled by installation commanders. The CMD operates with reduced resources and assessments as a result of consolidation and reorganization of USACMA as follows:

- (1) Disestablishment of Pacific Region in Hawaii.
- (2) Disestablishment of the Central Field Office, San Antonio, Texas.
- (3) Redesignation of the Western Field Office (Presidio of San Francisco) to Western Region, with additional responsibility for Pacific Commands utilizing a field office in Korea.
- (4) Relocation of the Club Management Directorate from Fort Meade, Maryland, to the Forrestal Building, Washington, D. C.

c. Alternative III - Command Channel System. The Army Club System is operated through command channels. An element within TAGCEN performs HQDA staff functions of policy, coordination, and staff management for Army clubs. MACOMs are responsible for technical supervision and management, operations, training and technical assistance, review and analysis, financial management, and policy implementation. Installation commanders continue present control functions and responsibilities.

d. Alternative IV - Decentralized System. The Army Club System is operated through command channels with a small staff retained within TAGCEN for minimum essential policy formulation and staff monitorship of club activities worldwide. The Inspector General and Auditor General function as DA agents for surveillance for Army clubs. Major commands assume command responsibilities for Army clubs with no increase in staff authorized and use normal morale, welfare, and recreation (MWR) staff and the command IG to monitor and provide surveillance of all activities of the command. Installation commanders

are totally responsible for the supervision, management, and operation of clubs using current staff.

4. Functions and Responsibilities. Shown in Figure 1 is a graphic portrayal for major executive club management functions that would exist under each alternative organization.

5. Manpower Requirements. a. With the exception of Alternative II, workload data were not available for determining manpower requirements; therefore, actual USACMA staffing for certain functions was used for comparative purposes. For example, USACMA currently utilizes 56 personnel for technical assistance to 815 club facilities, and that same ratio (one space to 15 facilities) was used to staff the assistance mission in those alternatives retaining an assistance function.

b. In Alternative III, the major commands would perform staff functions of financial management; review and analysis; procurement training; plans, policy and operations; and surveillance. As a minimum, one person is required to perform all staff and assistance functions in the smaller commands, and up to 14 personnel would be needed to perform staff functions at the larger commands. Thus, a range of staffing was established based on the number of club activities in the command, the projected workload associated with those activities, and the difficulty in obtaining multi-talented individuals in this highly specialized field. Manpower requirements to support command staff functions under Alternative III are as follows:

<u>Staff Functions</u>	<u>Minimum Staffing</u>	<u>Maximum Staffing</u>
Financial Management	0	1
Review and Analysis	0	4
Procurement	0	4
Training	0	2
Plans, Policy and Operations	1	2
Surveillance	<u>0</u>	<u>1</u>

RANGE = 1 TO 14

c. For all alternatives a ratio of one administrative/clerical space to five action officer spaces was used.

d. Under Alternative III, 38 military spaces (officer, warrant officer and enlisted) identified as excess as a result of reducing HQDA club management responsibilities are apportioned to MACOMs for staff and assistance functions.

e. Under Alternative IV, it was assumed that military spaces identified as excess as a result of reducing HQDA club management responsibilities would be applied to the 16 Division Force structure and would not be available for club management, supervision and operations at any level.

f. A summary of manpower requirements to support club functions and activities for each alternative organization above installation level is shown in Figure 2.

g. Estimated MACOM staffing requirements for club assistance and staff functions under Alternative III are shown in Figure 3. The proposed distribution of the 38 military spaces (officer, warrant officer, and enlisted) identified as excess to HQDA requirements is also portrayed.

6. Advantages, Disadvantages, and Risks. The major advantages, disadvantages, and risks associated with each alternative organization are as shown in Figures 4 through 7.

7. Costs. Nonappropriated funds and appropriated funds (excluding Military Personnel, Army) required for each alternative organization are as follows:

<u>COSTS</u>	<u>ALT I</u>	<u>ALT II</u>	<u>ALT III</u>	<u>ALT IV</u>
Nonappropriated	\$4,020,316	\$2,430,948	\$3,932,064	\$1,078,400
Appropriated	<u>231,800</u>	<u>307,450</u>	<u>258,500</u>	<u>95,000</u>
TOTAL	\$4,252,116	\$2,738,398	\$4,190,564	\$1,173,400
Comparative Deviation from High Alt	0	-1,513,718	-61,552	-3,078,716
Comparative Deviation from Low Alt	+3,078,716	+1,564,998	+3,017,164	0

8. Funding Methods. An analysis of sixteen alternative methods of financing the costs associated with executive management and supervision of Army clubs revealed that no assessment program can be designed which will both assure sufficient revenue and meet the tests of equitability and universal acceptability. The analysis did conclude that:

a. If Alternative I were selected, standard pricing and profit policies should be established to provide a centralized funding system wherein all club and Class VI profits would be collected by

the Army Club System (ACC) and subsequently ACC "net revenues" would be redistributed to clubs or, when necessary, to MACOMs for supplementing command welfare programs and funds.

b. If either Alternatives II, III, or IV were selected, the assessments should be based on the number of bottles of alcoholic beverages either sold by package beverage stores or consumed in clubs. Under Alternative II or IV club systems would be assessed directly. Under Alternative III major commands would be assessed. The method used in levying direct assessments on the commands' clubs would be determined by MACOMs under Alternative III.

9. Analysis of Alternatives. Ten key considerations were identified as essential elements of analysis to determine recommendations concerning a preferred alternative to manage Army clubs. For each consideration, specific criteria were established for judging the effectiveness of the alternative organizations. The results of this analysis are shown in Figure 8.

10. Conclusions. a. Following are the general findings or conclusions:

(1) Current assessment costs to support executive management of Army clubs have created adverse financial impacts upon clubs.

(2) No assessment system would be universally acceptable.

(3) None of the alternative organizations is without disadvantages and risks.

(4) Decisions regarding the best organizational structure for the management of Army clubs should include particular recognition of:

(a) The need for a well managed and supervised club system.

(b) Risks and costs, as well as advantages, of each alternative system.

(c) Continuity of club management programs and operations.

(d) Financial impacts on the individual club systems.

(e) Congressional desires.

b. Specific conclusions regarding alternative organizations are:

(1) Alternative I has the best overall potential for effective Army club management. It is a unified organization; has a single

mission; provides economies of centralization, quality surveillance, a viable career program, excellent training and assistance; has a maximum cost avoidance potential; has the ability to adopt a centralized financial system to support costs of executive management of clubs; and fully complies with congressional desires regarding club management. However, this alternative involves the greatest initial costs, increased assessment costs for the individual club system, requires the most personnel and would create certain disruption in current club programs and operations.

(2) Alternative II provides some benefits from consolidation, maintains continuity, involves the least personnel turbulence, maintains current military club management career programs, provides excellent training and technical assistance and quality surveillance, is the least costly system that maintains current club management standards, complies with congressional desires regarding club management, and offers reduced assessment costs. However, to insure a viable Army club system, this alternative must be provided the requisite authority and support to correct recurring deficiencies in Army clubs.

(3) Alternative III utilizes an established chain of command which combines mission authority, responsibility, and resources. It provides professional assistance and excellent surveillance to clubs through existing command channels and will support a military career program. However, this system duplicates functions and staff requirements and does not provide for single-mission emphasis or economies of centralization; creates personnel turbulence; breaks the continuity of club operations and programs; and increases club assessment costs. The selection of this alternative system would require notification to or approval by Congress.

(4) Alternative IV costs less than other organizational alternatives. Although it combines mission authority and responsibility, it does not include staff resources and has the least potential for achieving organizational effectiveness. Training and technical assistance are forfeited, along with effective surveillance, career development programs, economies of centralization, and benefits of standardization. Personnel turbulence would be significant. This system entails the greatest risks to the Army. The selection of this alternative system does not meet congressional desires for centralized direction and control and would require notification to or approval by Congress.

(5) It is the opinion of the study group that Alternative I, the Army Club Command, offers an organizational structure that has the best potential for the most effective management of Army club systems over the long term. However, in view of the costs associated

with the alternative organization, particularly as they affect the clubs, the need for continuity in existing club programs and operations, and the traditions of installation authority and responsibility, it is the conclusion of this study that Alternative II, the Club Management Directorate, TAGCEN (Modified USACMA), offers the most realistic, acceptable, and cost effective method for the management of Army clubs in the current economic environment.

11. Recommendations. The study recommends that:

a. Club Management Directorate, TAGCEN, be authorized to reorganize and consolidate as proposed and to continue its currently approved technical supervision, financial and executive management functions and responsibilities.

b. The current method of assessing costs for the executive management of Army clubs be continued.

c. The Adjutant General be delegated sufficient authority to direct compliance with recommendations concerning recurring club deficiencies.

d. A reassessment of the feasibility of a club command system be directed after the Club Management Directorate, TAGCEN, has been able to demonstrate economies through centralized procurement, contracting, etc.

# RESPONSIBILITY FOR MAJOR FUNCTIONS

## Alternative I

MACOMs control and operate clubs; are assigned mission, responsibility, authority and club resources.

## Alternative II

MACOMs provide technical supervision and assistance. Installation commanders control and operate clubs; are assigned mission, responsibility, authority and club resources. MACOMs monitor.

## Functions

Financial Management  
Review and Analysis  
Surveillance  
Personnel Management  
Plans/Policy/Operations  
Training  
Assistance  
Procurement

## Alternative III

MACOMs control and operate clubs; are assigned mission, responsibility, authority and club resources. DA monitors.

## Alternative IV

MACOMs control and operate clubs; are assigned mission, responsibility, authority and club resources. However, no staffing is provided for staff supervision of clubs. DA monitors.

Figure 1



# LOADING REPORT

	ALTERNATIVE I				ALTERNATIVE III				ALTERNATIVE IV			
	TO		FROM		TO		FROM		TO		FROM	
	MIL	CIV	Tot	MIL	CIV	Tot	MIL	CIV	Tot	MIL	CIV	Tot
Control Element	6	2	8	12	0	12	5	0	5	0	0	0
Management	2	10	12	0	4	4	1	5	6	1	5	6
Review Analysis	0	3	3	0	27	27	0	11	1	0	17	17
Support	0	2	2	0	3	3	0	2	2	0	1	1
Personnel Management	4	1	5	0	0	0	2	1	3	0	0	0
Planning/Operations	1	5	6	0	7	7	2	6	8	10	18	28
Tactical	0	5	5	0	3	3	1	3	4	0	8	8
Assist	0	1	1	24	32	56	0	0	0	28	28	56
Procedure	0	2	2	0	9	9	0	4	4	0	14	14
Clerical	0	12	12	0	30	30	1	11	12	0	26	26
Totals	13	41	54	39	115	154	13	43	56	38	119	157

\*Include even military personnel who also function in assistance roles.

MIL CIV Tot  
14 16 30

MIL CIV Tot  
52 142 194

MIL CIV Tot  
52 83 135

MIL CIV Tot  
52 156 208

# ALTERNATIVE III

## MAJOR COMMAND STAFFING

COMMAND	CLUB SYSTEMS	CLUB FACILITIES	ESTIMATED STAFFING			STAFFING MIX			
			ASSISTANCE MISSION	STAFF FUNCTIONS	ADMIN/ CLERK	MIL	NAF	CIV	TOTAL
TJAG	1	1	0	1*	0	0	1*		1
RCPAC	1	1	0	1*	0	0	1*		1
DMA	1	1	0	1*	0	0	1*		1
SAFEGUARD	1	2	0	1*	0	0	1*		1
TAIWAN	1	2	0	1*	0	0	1*		1
ASA	2	5	1	1	0	1	1		2
MTMC	2	5	1	1	0	1	1		2
USMA	1	5	1	1	0	1	1		2
HSC	3	6	1	2	1	1	3		4
DSA	7	6	1	2	1	1	3		4
MDW	2	8	1	2	1	1	3		4
USACC	2	7	1	2	1	1	3		4
USARJ	2	12	1	2	1	1	3		4
THAILAND	3	11	1	2	1	1	3		4
AMC	29	74	5	6	2	3	10		13
TRADOC	20	109	8	8	3	4	15		19
FORSCOM	28	170	12	13	5	6	24		30
8th ARMY	7	193	10	14	5	8	21		29
USAREUR	45	195	12	14	5	8	23		31
TOTAL	158	815	56	75	26	38	119		157

\*Because of the limited club systems/facilities within these commands, less than manyear's effort will be required to perform delegated responsibilities. For the reasons identified, this has not been identified; however, this does not affect the total staffing mix.

Figure 3

## ALTERNATIVE I - ARMY CLUB COMMAND SYSTEM

### MAJOR ADVANTAGES

- Totally unifies club mission, authority, responsibility, and resources.
- Maximum flexibility to deploy assets consistent with operational requirements.
- Assures quality surveillance.
- Single manager control of career programs.
- Attracts skilled club technicians.
- Maximum economies through centralization.
- Complies with congressional guidance.
- Most cost avoidance potential.
- Assures professional assistance to clubs.
- Maximizes system orientation.

### MAJOR DISADVANTAGES

- Greatest initial turbulence and cost.
- Does not conform to traditional assignments of authority/responsibility for installation activities.
- Highest initial assessment cost to clubs.

### MAJOR RISKS

- Commanders may diminish installation administrative and logistical support of club operations.
- The business approach accompanying a vertical system may overemphasize profit at the expense of members' welfare.

Figure 4

ALTERNATIVE II - CLUB MANAGEMENT DIRECTORATE, TAGCEN  
(MODIFIED USACMA)

MAJOR ADVANTAGES

- Unifies mission, responsibility and resources for technical supervision.
- Assures quality surveillance.
- Provides viable career programs.
- Assures professional assistance to clubs.
- Attracts skilled club technicians.
- Permits economies through centralization.
- Assures least personnel turbulence.
- Lowest cost while maintaining present standards.
- Provides standardization.
- Complies with congressional guidance.
- Provides continuity of operations and management.
- Facilitates transition to Club Command, if desired.
- Reduces club assessment.
- System oriented.

MAJOR DISADVANTAGES

- Fragments mission, authority, responsibility and resources for club operations.
- Fragments follow-up and compliance responsibilities.

MAJOR RISK

Unless the Club Management Directorate, TAGCEN, has full support to exercise its technical supervision and executive management authority, to include closing of clubs when appropriate action is not taken to correct recurring deficiencies, the viability and/or solvency of Army clubs is likely to deteriorate.

### ALTERNATIVE III - COMMAND CHANNEL SYSTEM

#### MAJOR ADVANTAGES

- Combines mission, authority, responsibility and resources for club operations within major commands.
- Assures quality surveillance.
- Professional assistance available to clubs.
- Utilizes existing command channels.
- Maintains current club management standards.
- Assures viable military career program.
- Major command participation assured.
- Conforms to traditional assignment of authority and responsibility at installation level.

#### MAJOR DISADVANTAGES

- Provides no single mission emphasis.
- Duplicates functions and staff.
- Does not permit economies of centralization.
- Minimizes centralized control.
- Creates personnel turbulence.
- Increases club assessments.
- Reduces flexibility for assistance.
- Limited system orientation.
- Requires congressional notification or approval.

#### MAJOR RISKS

- The number and quality of skilled technicians required to staff this alternative at multi-locations may not be available in the current labor market.
- There is a possibility that military manpower spaces associated with this alternative could be diverted to higher priority missions thereby diluting existing club management and supervision standards.
- Decentralization of the club functions returns the Army to a position wherein the potential for a repeat of the club scandals is more likely.
- Embarrassment and/or censure might result if the Army were to imple-

## ALTERNATIVE IV - DECENTRALIZED SYSTEM

### MAJOR ADVANTAGES

- Least cost to Army and clubs.
- Conforms to traditional assignment of authority and responsibility at installation level.

### MAJOR DISADVANTAGES

- Lack of centralized direction and control.
- MACOMs receive responsibility without resources.
- No assistance effort.
- No economies of centralization.
- Turbulence of personnel.
- Leads to collapse of military career program.
- Entails greatest risks to Army.
- Minimum surveillance and control.
- Least amount of standardization.
- Negates system orientation.
- Unlikely to receive congressional acceptance.

### MAJOR RISKS

- Major commands assume considerable responsibilities without additional staffing with the inherent danger of not being able to properly execute those responsibilities.
- The granting of autonomy to installation club managers without properly staffed supervisory echelons may encourage fraud, mismanagement and malfeasance in club operations.
- Embarrassment and/or censure might result if the Army were to implement this alternative without prior consultation with the Congress.

# EVALUATION OF ALTERNATIVES ABILITY TO MEET KEY CRITERIA

## CRITERIA

## ALTERNATIVE

IV

III

II

I

	I	II	III	IV
1. Probability of the alternatives achieving organizational effectiveness in managing Army clubs worldwide are:	Excellent	Good	Good	Fair
2. Surveillance capacity to effectively monitor club operations worldwide for each alternative is:	Very Good	Very Good	Very Good	Fair
3. Alternatives have the following potential for providing club training and assistance:	Excellent	Excellent	Good	Poor
4. Total cost savings and/or immediate reduction in assessment cost for each alternative are:	Poor	Good	Poor	Excellent
5. Total cost avoidance capabilities associated with each alternative are:	Excellent	Very Good	Good	Poor
6. Probability of each alternative to provide a viable career club management career program is as follows:	Excellent	Very Good	Very Good	Poor
7. Likelihood of minimizing adverse personnel impacts and assistance under each alternative is:	Very Good	Excellent	Fair	Poor
8. Degree of continuity of club management programs and actions afforded by each alternative is:	Fair	Excellent	Fair	Poor
9. Likelihood of the alternatives satisfying congressional requests is:	Excellent	Excellent	Fair	Poor
10. Compatibility with traditional assignments of authority and responsibility for installation activities:	Poor	Fair	Excellent	Good

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